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THE GEORGE WASHINGTON UNIVERSITY  
WASHINGTON, DISTRICT OF COLUMBIA

EFFECTIVE UTILIZATION OF WOMANPOWER

Prepared by

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for

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NAVY GRADUATE COMPTROLLERSHIP PROGRAM

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## PREFACE

The basic aim in this study has been to gain a general familiarization with the current status of women in the labor force today. The quantities of information available for research over an area of such breadth and the limited time available for study in one semester has made concentration on any specific area impossible.

It should be considered in evaluating the conclusions drawn that the author after twenty-five years experience in the labor force -- first in the professional group and later in business and industry prior to being commissioned a Naval Officer in 1943 has never felt that she, personally, suffered as a result of discriminatory practices. It must be remembered, however, that she is a graduate of a coeducational college in the mid-west where young men and women studied side by side and learned early in life to appreciate the individual capabilities of people without regard to their sex. Only in the most recent years, while stationed on the East Coast, has it been realized that there were impediments to success if one happened to be born a woman.

It is impossible to list all the people who have been helpful in providing information for this paper, but I feel particularly indebted to Captain Louise K. Wilde, United States Navy, Assistant to the Chief of Naval Personnel for the Administration of Women in the Navy; Commander Kathryn Dougherty, United States Navy, Staff Officer for Manpower Utilization in the Secretary of Defense office; Lieutenant Colonel Elizabeth Ray, United States Air Force, Executive Secretary, Defense Advisory Committee on Women in the Services; Miss Bertha Adkins, Director of Women's Activities of the National Republican Party; Miss Miriam Keeler, Editor of Women's Bureau Publications of the



Department of Labor; Miss Lois Clark, Secretary-Treasurer of the National Council of Administrative Women in Education, National Education Association; Miss Helen Bragdon, National Secretary of the American Association of University Women; and Miss Gladys Gove, Director of Education and Vocations, National Federation of Business and Professional Women's Clubs.





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## CHAPTER I

### INTRODUCTION

"I came back to Washington and I said to a lot of friends 'Don't talk to me about manpower any more, because the manpower question has been solved by womanpower.'" A statement made by Franklin Delano Roosevelt in 1943.<sup>1</sup>

"Long experience both in civil life and in the Navy has shown conclusively that there are certain billets that woman can fill better than the average man. It is simply a case of the intelligent utilization of manpower so that the individual is fitted into the job for which he is adapted and which he likes and not into one where the reverse is true."<sup>2</sup>

More than ever before executives are admitting that administrative potential is not confined to the male component of the population. The standards of civilization are and always have been predominately masculine and the male sex not unnaturally constitutes the privileged and power wielding group. In the long history of the evolution of self-government no privileged group has ever yielded up its power willingly, or even shared it without reluctance. Nor has such a group ever failed to argue that a continuation of its power is identified with the best interest and welfare of the community. Today many men believe, that a consideration of women as an out-group is completely obsolete. Habits of thought have a way of persisting, however, long after their day of usefulness has passed and women, just as any other out-group, such as the Jews, Nazis, etc, are constantly subject to collective thinking instead of being treated as individuals on their own merit.

The attitude still held by some men and women that "a woman's place is in the home" is a product of the economic and social arrangements of the era

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<sup>1</sup>"Men Who Opened the Door" Charm Jan. 1956, New York, p. 95.

<sup>2</sup>From the Statement of Admiral A. W. Radford, United States Navy, made in defense of the Women's Armed Services Integration Act, 1948 during the Congressional Hearings by the Armed Services Committees.

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The above table gives a general survey of the contents of the book. It is intended to be a guide to the reader, and not a detailed index. The book is divided into two parts, the first of which is devoted to a general survey of the subject, and the second to a detailed study of the various methods of solving the problem.



prior to the industrial revolution when society was economically and socially organized primarily around the home as the producing and consuming unit and before standards of value were so closely identified with a money standard. The feminine role during this time included weaving of cloth, preserving foods and many other skills vital to the family welfare and at the same time to the national economy. These tasks made the women of the household feel themselves significant parts not only of the family organizational unit but also of the local and national scheme of progress. As the products of these skills became available on the market their positions of equality with the male members of the household was thrown out of balance.

...modern industrial processes have robbed the home of every vestige of its former economic function and in so doing has left there for the women only those services to perform which although beautifully described as valueless, are not generally recognized as valuable. In a vain endeavor to maintain the status quo and to inject importance into a position that has been shorn of an important function we fall back on eloquence and hear much of the "priceless position" that woman holds in the modern world.

To say that woman holds a "priceless position" when we live in a price economy, where standards of value are money standards, is to place her among the necessary though non-valuable assets of Society. To attempt to give her rating on some basis other than our accepted measure of value is to place her outside the present economic and social scheme of organization in a position somewhat analogous to that of air and water, the notoriously necessary though valueless commodities which economists mention and appraise and then brush aside because they are "priceless." <sup>1</sup>

During the industrial development the majority of women who sought employment outside the home were from the lower-income groups and not from a prestige group; therefore their entry into the labor force made little dent in the thinking of the time.

A far more effective change came about as the result of the pioneer

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<sup>1</sup>The ANNALS of the American Academy of Political and Social Science, Ed. Viva Boothe, Philadelphia, Volume CXLIII May 1929, p. vii.



movement. As stated by Miss Bertha Adkins, Head of Women's Activities of the National Republican Party, "No man could deny a woman the feeling of equality within the home after she had sat gun in hand beside him throughout the long, hazardous trip westward." This equality has persisted and in the Middle West and Western part of the United States co-educational colleges sprang up with greater prevalence than in the Eastern Section. The State of Montana even sent a woman representative to Congress in 1916 before the passage of the Federal Women's Suffrage Amendment to the Constitution in 1919.

The third major trend toward equality came as a result of the feminist movement. This movement in its direst aspects ignores the emotional differences between men and women and bases its claim for female recognition solely on the intellectual equality of the two sexes. Quite possibly the confusion that continues concerning woman's role in the world today has been sustained in part, by zealous feminists who have failed to recognize the limitations of women either as a group or as individuals. Nothing is gained by the appointment of an incapable woman to a position of responsibility. On the contrary much harm is done in this way and the superior performance of an entire group is often overlooked because of one failure to meet the standard pattern. Theoretical statements concerning the usefulness of women are still generalized on the basis of an individual experiences rather than on an overall objective experiment.<sup>1</sup>

From primitive civilization a guiding principle with reference to age-long division of labor between men and women one fact seems to stand out.

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<sup>1</sup> The ANNALS of the American Academy of Political and Social Science, Philadelphia, May 1947, Ed. L. M. Young, Vol 251, VIII v.iii.





Whatever, at the time, is the major occupation of the group its main reliance for subsistence is the occupation of the men, assisted at certain points by the women. Women to a large extent retain the industrial arts until with the development of trade and commerce and new technological methods they too become important sources of wealth and are taken over by men for systematic and large scale development.

From this the age-long feeling that whatever the work of women may be, it is insignificant and minor compared with the work of men. Actually in every group the activities rated as most important have been mainly in the hands of men.<sup>1</sup>

The dividing line then between "men's work" and "women's work" is not too definitive and varies with the times.

The prophecy of Thomas A. Edison made in 1912 saying, "The woman of the future will give less attention to the home because the home will need less. . .Electricity. . .and other mechanical forces will so revolutionize the woman's world that. . .woman's energies will be conserved for use in broader, more constructive fields"<sup>2</sup> has proved its validity. We have currently approximately 20,000,000 women in the labor force of the United States. Of these 11,800,000 are married women with homes. It is estimated that another 11,000,000 women between the ages of 18 and 64 could be called upon to join this group in the case of a national emergency. It is obvious that the important question is no longer concerning the feasibility of having women in the labor force but rather how they can be employed most effectively in this competitive world. With a third of the work force made up of women it no

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<sup>1</sup>Kyrk, H., The Family in the American Economy, Chicago, 1953, University of Chicago Press.

<sup>2</sup>Charm, op. cit. p. 95.





longer makes sense to think of women as a separate segment in a separate legal or political category.

This almost over-whelming number of a relatively new group in business, industry and the professional world presents myriads of speculations as would be expected. Studies have been made and are being made by colleges and universities, industry, governmental agencies and specialized groups on sundry pertinent subjects. Some of these have been pointed to proof of age-old theories of the near insurmountable problems incurred with the advent of the employment of women; others have been phased toward the tremendous potential of available strength if women are properly employed. Leading magazines devote columns to the problems of the supervision of women. Long articles appear in women's magazines on the opportunities and responsibilities of women today. To the intelligent person this voluminous attention signifies a recognition, perhaps reluctantly given, that there is a place for women outside the confines of her home.

From the tremendous breadth of material available on the many phases of the utilization of womenpower the discussion of this paper will be confined to employment in higher-level positions which for the purposes of this paper is defined to include executive, administrative, technical, professional, and supervisory jobs. Within each of these categories there may be a very wide range of responsibility levels.

Due to limitations of time available for research only cursory consideration has been given even to this limited subject.



## CHAPTER II

### OPPORTUNITIES FOR ADVANCEMENT TO HIGHER-LEVEL POSITIONS

#### 1. In Business and Industry

Wendell Phillips, an orator and "prophet of liberty" said in 1851, "Throw open the doors of Congress, throw open those courthouses, throw wide open. . .your colleges, and give to women. . .the same opportunity . . . that men have, and let the results prove what their capacity and intellect really are."<sup>1</sup>

Theoretically there are no administrative jobs which women are not considered capable of holding. The President of the New York Life Insurance Company has stated that women are equally capable of performing administrative jobs and should be given equal opportunity with men to do so.<sup>2</sup>

The difference between theory and practice becomes readily obvious when an examination of statistics is made. In all fields of work many positions formerly considered "men's jobs" are today being held by women. Modern women have a freedom to participate in a broad range of activities almost unknown to the woman of 1900. This does not mean that opportunities for women are now commensurate with those of men, but it does indicate a lessening of the pressure of a mode of thinking and of prejudices against women in industry. In actual practice in no category of business or industry is the ratio of women to men in higher-level positions comparable to the ratio of women to men in the total employment.<sup>3</sup> This statement is borne out by the following table:

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<sup>1</sup>Charm, op. cit. p.94.

<sup>2</sup>"Opportunities for Women at the Administrative Level", Harvard Business Review, Jan-Feb, 1953, Boston.

<sup>3</sup>Women in Higher-Level Positions, U. S. Department of Labor, Women's Bureau, Bull No. 236, Washington, D. C., Government Printing Office, 1950.





Comparison Ratio of Women/Men in Total Employment  
Versus in Higher-Level Positions

<u>Type of Business</u>	<u>Total Employment Ratio Women/Men</u>	<u>Higher-level Position Ratio Women/Men</u>
Department Stores	66 2/3	50
Insurance Companies, Home Office	66 2/3	15
Banks	50	15
Manufacturing Concerns	50	15

While the above table gives an unfavorable ratio of women to men in higher-level positions the figures for women who have reached "officer" status is even lower. i.e. In department stores only 4 per cent were women; in the insurance companies 2 percent and in banks 1 percent.

Statistics such as the above raise certain questions in the minds of every thinking person who sees them. Some of these: Are women encouraged to achieve their highest potentialities? Is the educational background women receive effective in terms of their varied roles? Are women doing everything in their own power to advance themselves?

If women's abilities are not being fully developed or used, it deprives the Nation of the full use of an important part of its labor resources.

Women are breadwinners as well as men, and the large majority of them work for necessity's sake. A Department of Labor survey of ten industrial areas representative in size and geographical location, discovered that 37 per cent of employed women contributed 100 per cent of their earnings to family support, 22 per cent donated from 50 to 100 per cent and 41 per cent less than 50 per cent.<sup>1</sup>

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<sup>1</sup>Opportunities for Careers for Women, Brown, Eliz. M., National Federation of Business and Professional Women's Clubs, Inc. New York. (undated).



Statement of the Board of Directors  
of the [Company Name]

Item	Amount	Percentage
Capital Stock	100,000	100%
Reserves	50,000	50%
Surplus	25,000	25%
Assets	175,000	175%

The Board of Directors of the [Company Name] has the honor to acknowledge the receipt of the [Statement of the Board of Directors] of the [Company Name] for the year ending [Date].

The Board of Directors of the [Company Name] has the honor to acknowledge the receipt of the [Statement of the Board of Directors] of the [Company Name] for the year ending [Date].

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Roughly eight out of ten girls upon the completion of their schooling, be it elementary school or college or anywhere between, enter the labor force. Few of these intend to remain indefinitely...

Plans have a way of being changed as the following statistics show:

..First, there is a group, about 10 percent, who do not marry, and in our society today the unmarried woman is expected to, and does, remain at work. Secondly, there is the woman who married and who has no children. This is a much larger group than most people realize. It is one-sixth roughly, of all married women. By and large the childless tend to remain in employment. If you add the single, plus the married women who have no children, we already have about one-fourth of the total womenpower of the country permanently attached to jobs.<sup>1</sup> This one-fourth is what is generally considered the career woman.

In today's world women still consider marriage, homemaking and child-rearing as their major goals and responsibilities. Series of circumstances have necessitated their seeking employment outside the confines of a home in order to meet the financial requirements of family support in over four million homes in the United States. In one out of every ten families in this country a woman carries the main responsibility for financial support and planning.<sup>2</sup> This fact has motivated many women to the seeking equal pay and equal promotion opportunities. Numerous studies have shown conclusively that the wage rates and opportunities for advancement are not comparable to men's, but that as far as capacity to learn is concerned, differences between the abilities of men and women are less significant than previously supposed. Mr. J. E. Anderson, Director of the Institute of Child Welfare, University of Minnesota indicated:

Competent investigators have found that the difference between the means of the two sexes for almost every trait and under almost every condition is much less than are the differences among the individuals

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<sup>1</sup>"The Effective Use of Womanpower", Report of the Conference, March, 1955 U. S. Department of Labor, Women's Bureau. Bull. No. 257 p.64.

<sup>2</sup> American Council of Education, "How Fare American Women" Hottel, A.K. Washington, D. C. 1955, p.6.





of either sex. Almost without exception, the differences in the standard deviations are slight or non-existent.<sup>1</sup>

In this day of electric hoists, conveyor belts and other labor saving devices differences of physical strength between the sexes is of less importance. Of the 1500 listed occupations 1050 are listed as suitable for women and an additional 350 are listed as partially suitable. Generally speaking women excel in jobs requiring dexterity, painstaking care and conscientious application. They should not be placed in positions which should be filled by men. The average woman is not interested in displacing men nor is she anxious to live in a woman's world. She does wish freedom to be promoted ahead of men if she proves her worth. She is particularly interested in a wide range of opportunities for employment where her special talents can be put to work and her effort rewarded with pay commensurate with her ability and effort.

A review of the memberships of boards of directors shows a paucity of women. This is not surprising for inside boards are normally constituted from people who have come up from the ranks. Few women are yet qualified through length of service for this position. When one is found, an investigation normally shows appointment from the outside through unusual circumstances.<sup>2</sup> An example here is that of Mrs. Mildred Horton, who is one of twelve other directors on the board of the Radio Corporation of America where it was considered important to have a women's point of view at top policy level. This stemmed from the fact that in the broadcasting business women serve in many important roles in the field of production, direction, script writing,

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<sup>1</sup>Ibid., p.21.

<sup>2</sup>Leach, Ruth M., "Women and the Top-Level Jobs" An address given at the Second War Congress of Industry, December 1943.



continuity, and acting.<sup>1</sup>

Mr. Sarnoff, Chairman of the Board, Radio Corporation of America stated:

Women are also becoming interested not only in being employees but stockholders. My company has roughly 175,000 stockholders and 15 million shares of stock outstanding. More than half of them are owned by women. Women will have a larger voice in industry as time goes on and will be able to influence the course of events.<sup>2</sup>

Although recognition at the top level of the capabilities of women and the possible benefits to be derived from their employment over a wide area of jobs at all levels of administration does not insure acceptance of this premise on the part of middle management, it is at least a step in the right direction.

It was actually the impetus of expanding economic requirements during World Wars I and II that provided women with the opportunity to show their worth in the industrial world. After World War I, however, despite the passage of the Nineteenth Amendment granting the right of vote to adult women citizens most women were replaced in industry by the men who were returning from the fighting. Key women were intrinsically Buck Rogers characters and were the subject of a great deal of ridicule. Today, ten years following World War II, the United States has not yet returned to what was once considered a "peacetime economy," and many women have remained at work and some have attained reasonable recognition for their efforts through promotions. A study of the latest Who's Who reveals that women, as individuals, have been successful in the professional world to a far greater extent than

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<sup>1</sup>Effective Use of Womanpower, op. cit. p. 68.

<sup>2</sup>Ibid., p. 68.



1. The first part of the report is devoted to a general survey of the situation in the country.

2. The second part of the report is devoted to a detailed analysis of the economic situation.

3. The third part of the report is devoted to a detailed analysis of the social situation.

4. The fourth part of the report is devoted to a detailed analysis of the political situation.

5. The fifth part of the report is devoted to a detailed analysis of the cultural situation.

6. The sixth part of the report is devoted to a detailed analysis of the scientific situation.

7. The seventh part of the report is devoted to a detailed analysis of the sports situation.

8. The eighth part of the report is devoted to a detailed analysis of the health situation.

9. The ninth part of the report is devoted to a detailed analysis of the education situation.

10. The tenth part of the report is devoted to a detailed analysis of the environment situation.

11. The eleventh part of the report is devoted to a detailed analysis of the international situation.

12. The twelfth part of the report is devoted to a detailed analysis of the future prospects.

13. The thirteenth part of the report is devoted to a detailed analysis of the conclusions.

14. The fourteenth part of the report is devoted to a detailed analysis of the recommendations.

15. The fifteenth part of the report is devoted to a detailed analysis of the annexes.

16. The sixteenth part of the report is devoted to a detailed analysis of the bibliography.

17. The seventeenth part of the report is devoted to a detailed analysis of the index.

18. The eighteenth part of the report is devoted to a detailed analysis of the appendices.

19. The nineteenth part of the report is devoted to a detailed analysis of the glossary.

in the industrial world. The reasons for this will be explored further later. Of sufficient importance to gain mention in this paper are women who have excelled as architects, archeologists, artists, chemists, columnists, economists, editors, educators, engineers, lawyers, photographers, physicians and surgeons, sculptors, zoologists, actresses, singers, and writers too numerous to mention, armed forces leaders and politicians.

All studies have shown that opportunities to get to the top are more prevalent in small communities numbering under 10,000, and in industries employing women at all levels. This is possibly influenced by the fact that the pay in a smaller organization would not be as great as in a larger activity. To advance to the secondary position is possible for the unusually talented women in any area provided she is willing to prove herself over a long period of years. One author has stated that the old concept of a boss was essentially masculine and strong-arm, but the newer idea of a leader combines many of the traits often thought of as feminine - such as an intuitive sympathy and persuasiveness. Naturally a mixture of these two are necessary to good leadership whether used by man or woman, but a recognition of this change in thinking may prove advantageous to women.

To get recognition a woman must do a conspicuously better job than a man in a comparable post. Her excellence has to be indisputable, her disinterestedness notable.<sup>1</sup>

Women, with proper training, should excel as leaders, for to work sympathetically, yet realistically, with human nature as it exists is the

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<sup>1</sup>Tead, Ordway, The Art of Leadership, N. Y. Columbia Univ. Press 1935 p. 238.





mark of a wise leader. Too often women are trained to accept rather than to make decisions. This reluctance to command is one of the most frequently criticized characteristics of woman leaders. The new stress accorded the human relations aspect in business should increase the opportunities for women's advancement in administration.

A womanly woman is the preferred type in the modern business world.

What is profoundly needed is more evidence of essential womanliness. The good woman leader is the most womanly person...She follows her natural impulses to win those she leads through her sympathies and enthusiasms...

The finest women leaders have been those who have remained most themselves who have been proud of themselves as women and who have thus added to their stature and insight through pride in the integrity of their own essential femininity.<sup>1</sup>

To rise to even a lower supervisory level a woman must accord respect to people as individuals, she must develop a certain detached and objective view, she must have a sincere regard for the job she is doing, but she must not make it her sole interest in life and she must cultivate infinite patience.

Women leaders are often criticized for a lack of appreciation of the merit of these prerequisites of good leadership.

It has then been established that there are potentialities in the employment of womanpower in higher-level positions in other than national emergencies. In what fields are opportunities for advancement most likely to occur?

One economist has listed fourteen fields of expanding opportunities

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<sup>1</sup>Ibid., p. 256.





for women as follows:

1. Teaching in primary and secondary schools — especially mathematics and science in the latter.
2. Nursing, physical therapy, and other "paramedical" occupations.
3. Atomic medicine --- including the administration of radiosotopes and the protection and treatment of industrial, laboratory, and other exposed workers.
4. Pediatric and geriatric medicine, as the age distribtuion of the population changes.
5. Psychiatric medicine, as the mental health problem becomes recognized as urgent.
6. Public health, including control of air and water pollution.
7. Research in medicine and the life sciences.
8. Manual and mechanical office work incident to the growth of voluntary prepayment health plans, and industrial pension plans.
9. Social work, including a new emphasis on juvenile-delinquency programs.
10. Television and other entertainment.
11. Sale of children's and infants' wear, house furnishings, and "do it yourself" materials.
12. Sale and management of real estate.
13. Tourism and staffing of resorts.
14. State and local government, including progress from PTA and community political experience to candidacy for elective office.

Shortages of personnel are already being experienced or are anticipated in many of the areas listed above. The shortages of nurses and technical assistants to doctors, surgeons, and dentists were noted and authoritatively discussed in the report of the President's Commission on Health Needs of the Nation.<sup>1</sup>

A closer review of these fields reveals that top positions here are

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<sup>1</sup>Effective Use of Womanpower, op.cit. p.71.



classified as professions in a minimum of eight of the fourteen listed.

We shall then leave the opportunities for advancement in the industrial world and direct our attention to increased opportunities in the professions.

## 2. In the Professions

Statistics are available as to the proportion of all workers who are women in a number of outstanding professions from 1900 (1910 in a few cases) as shown by the Table below.<sup>1</sup>

Women as Percent of all Workers in Selected Professions

Profession	Women as % of all workers		
	1950	1920	1900
Teachers	74	84	74
Nurses	98	96	94
Musicians, Music teachers	49	55	56
Librarians	89	88	79*
Artists	38	42	45
Recreation, group, social, welfare, workers	66	62	52*
Physicians	6	51	61
Authors	39	45	47*
Engineers	1	.03	.01*
College presidents, professors, instructors	23	30	2
Lawyers	3.5	1.4	.5*
Editors and reporters	32	17	8

\*No statistics available for 1900. 1910 statistics used.

1. Contains Osteopaths in 1920 and other types of healers in 1900.

2. Included in teachers in 1900. Reported as 19% in 1910.





Greatest increases in proportion of women occurred among editors and reporters, and social welfare and recreation workers. Among editors and reporters, women are in higher proportion in 1950 than in any other decade. The proportion of women rose to its highest in 1920 for teachers and for College Presidents, college professors and instructors in 1930. In both these categories there has been a steady decline since.<sup>1</sup>

In April 1950 more than one and three-quarter million women were employed in professional or semi-professional work. This latter is defined as one who performs work which is based upon established facts or principles, or methods in a restricted field of science or art, and which work requires for its performance an acquaintance with these established facts or principles, or methods, gained through academic study or through extensive practical experience or both.

Women comprised 41.8 percent of all professional and semi-professional workers in 1950 although on that same date they formed only 29.3 percent of all persons employed. Two-thirds of these women were single in 1940. The two largest professions predominated by women are teaching and nursing. The former employs over a million people and the latter approximately a third of a million. Nursing and teaching on the elementary level are traditionally women's jobs and opportunities for employment in these fields is unquestionable. That there are barriers to promotion to the administrative level in the teaching profession is evident. With three quarters of all teachers being women, about fifty percent of elementary school principals are women and only seven and nine-tenths percent of the high school principals? This percentage is showing a decline in the latest surveys which is believed caused

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<sup>1</sup>Ibid. p. 57.

<sup>2</sup>National Education Association, "Administrative Opportunities for Women in School Systems", Washington 1951, p. 12.





by the increased pay standards making even this field more attractive to men.

The basic entry requirement into the professional world is professional training. Previously many outstanding professional schools were closed to women, but World War II broke down many traditional barriers for admission. The overwhelming influx of G. I.'s in these schools at the close of the war gave extraordinary competition for admission, which proved very discouraging to women applicants. In 1950 the Harvard Law School was opened to women and was the last of its graduate schools to admit women on the same basis as men.

The expense involved in obtaining professional training has often proved prohibitive to women for student aid and scholarships have not been made available to women. The American Association of University Women is taking an active part in lowering the financial hurdles for girls.

Once the training has been received--getting a job is the next hurdle. Placement for women trained in the traditional "women's jobs" is easy, but business and industry is relatively inexperienced with the handling of women in other than clerical categories and therefore do not open their recruiting programs to girls. Insurance companies do recruit college trained girls in a secretarial capacity. Employment for the professionally trained girl must be sought on an individual basis.

Opportunities for advancement are best in those fields predominated by women. As inferred elsewhere the pay in these fields is normally not as high as in fields predominated by men. In the latter case, any women entering therein must be prepared to meet prejudices. The best method of dispelling such preconceptions is through performance. When selections are made for

to the University of Cambridge, and the first of the series of lectures  
 The first of these lectures, "The History of the English Language," was  
 delivered in 1854, and was the first of a series of lectures on the  
 history of the English language, which were delivered in 1854, 1855, and 1856.  
 The second of these lectures, "The History of the English Language," was  
 delivered in 1855, and was the first of a series of lectures on the  
 history of the English language, which were delivered in 1855, 1856, and 1857.  
 The third of these lectures, "The History of the English Language," was  
 delivered in 1856, and was the first of a series of lectures on the  
 history of the English language, which were delivered in 1856, 1857, and 1858.  
 The fourth of these lectures, "The History of the English Language," was  
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 The fifth of these lectures, "The History of the English Language," was  
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 history of the English language, which were delivered in 1858, 1859, and 1860.  
 The sixth of these lectures, "The History of the English Language," was  
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 The seventh of these lectures, "The History of the English Language," was  
 delivered in 1860, and was the first of a series of lectures on the  
 history of the English language, which were delivered in 1860, 1861, and 1862.  
 The eighth of these lectures, "The History of the English Language," was  
 delivered in 1861, and was the first of a series of lectures on the  
 history of the English language, which were delivered in 1861, 1862, and 1863.  
 The ninth of these lectures, "The History of the English Language," was  
 delivered in 1862, and was the first of a series of lectures on the  
 history of the English language, which were delivered in 1862, 1863, and 1864.  
 The tenth of these lectures, "The History of the English Language," was  
 delivered in 1863, and was the first of a series of lectures on the  
 history of the English language, which were delivered in 1863, 1864, and 1865.



increased responsibility she must not be surprised to find only men's names listed. As stated previously, there are many exceptions to this discriminatory practice.<sup>1</sup>

### 3. In Government Service

Perhaps the greatest opportunities for advancement to the higher level jobs lay within the various types of government employment whether it be in civil service, politics, or in the newest of all careers in the Armed Services. In all of these categories neither employment nor promotion is denied women because of their sex. Theoretically women are as eligible for promotion as men. A close review of statistics, however, will reveal a very small increment of women rise to what is generally considered "officer status".

Civil Service positions are graded purely on responsibilities and all eligible candidates given equal consideration for promotion. The catch here is that each agency is permitted to designate whether male, female, or "does not matter" is desired. About one-third of all white-collar workers, IV-B's, are women. The median grade for women is a GS-4 for which the base pay is \$3415, as compared to a median grade for men of a GS-7 for which the base pay is \$4525. One-third of all women employed by the government in August 1954 were GS-3's--the average grade for a clerk typist. The base pay for this grade is \$3175..There were three women for every man in this grade. As GS-7's, the median grade for men, only one in five employees was a woman; at grade GS-9, the grade normally considered as "officer status",

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<sup>1</sup>U.S. Department of Labor. "Women in the Professions," Ed. Marguerite Wykoff Zapoleon. Reprinted from Journal of Social Issues, Vol.VI, No.3., 1950 Washington.





only one in ten. Above this grade the decline continued to one percent women at grades fifteen and sixteen. Eight women out of a total of 826 employees were classified above GS-16.<sup>1</sup>

In defense of this seeming descrimination it must be pointed out that the typical women employment pattern presents an interrupted career pattern which does not give her the same promotional advantages as men. Any woman who does remain permanently with the government and gain promotion is assured that she will receive the same remuneration as a man in a similar position of responsibility.

The government does not provide a possibility of acquiring the fabulous salaries as are paid by industry to a few top executives, but the assurance of continued employment and retirement have been most attractive to women. Many ambitious men have avoided government service because of the salary limitations.

Exhaustive studies have shown a marked relation between advancement to the top in government service and training beyond the college level. The majority of top level women government employees were in an administrative capacity. Ranking second and third were statisticians and analysts (statistical, economic, and other ) respectively.<sup>2</sup>

In 1955 there were 560,000 women in the Federal Service an increase of about 50,000 over the past two years. Of these, approximately 2,000 are occupying positions of policy making and administrative authority.

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<sup>1</sup>U.S. Civil Service Commission, "Occupations of Federal White-Collar Workers", Washington, June 1955 Employment Statistics Office Pamphlet 56.

<sup>2</sup>U. S. Department of Labor, "Women in the Federal Service, Part II, Occupational Information", Wash. 1949. Women's B. Bull. No. 230-II.





It was in 1870 that a government statute formally opened the doors to women in the Federal Service. In 1876 two women were appointed as postmasters. There has been a gradual increase in appointments to top positions since that date. In the Eighty-fourth Congress there are one woman in the Senate and sixteen in the House of Representatives. The current administration has named eighty-five women to top positions in the departments and commissions; has sent the first woman Ambassador to a major European country and has elevated a career woman service officer to an Ambassadorship. It has tripled the appointments of women in foreign service.

Other statistics show 6,000 women in State appointive posts; 308 women are members of 1955 State Legislatures; 150 women are serving in judicial posts in all types of courts; 18,000 women are holding posts in municipal governments including approximately fifty women mayors in small towns.

These figures augur well for the progress of women in the thirty-five years since the passage of the suffrage Amendment.<sup>1</sup>

The newest career opportunities for women are presented by the Armed Services. Dr. Eli Ginzberg, Director of Research, National Manpower Council, Columbia University, has called the entry of women into the Armed Forces a "controlled experience" from which industry could well gain valuable information.

Careers for women in the Armed Services are not yet universally accepted. This is easily understandable since the law providing this oppor-

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<sup>1</sup>Press Release by Miss Bertha Adkins, Assistant to the Republican National Chairman and Director of the Women's Division, July, 1955.





tunity was not passed until 1948.

"...The Army...had scarcely recovered from the shock of the mechanized horse when they were confronted with the militarized woman."<sup>1</sup>

The opportunities for advancement in the Armed Services are just developing, but the basic principles for guidance in the employment of women were established by leading military men and women with both military and civilian experience. Many of these people would prefer to live in the type of civilization where women in uniform are not required, but faced with the manpower requirements as they are, both in the cold war and as they would be in an all out emergency, it was decided to make careers in the Armed Services sufficiently attractive to interest the right kind of personnel.

Two basic principles were set up which are not normally followed outside of government employment. First, there is only one pay standard for men and women, and second, only those rates were opened to girls where there were openings to the top. Jobs are assumed suitable for women unless otherwise designated or prohibited by law or physical requirements.

There has been unfavorable criticism of women in uniform as was expected. Virtue has no gossip and little news value. The uniform automatically attracts attention to it and worn by women that attention follows her with a great deal more of concern than would follow her civilian counterpart. Generalizations concerning women resulting from one woman who fails to conform to the standard pattern are even more prevalent in the Armed

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<sup>1</sup>M. E. Treadwell, The Women's Army Corps, Washington, 1954  
Office of the Chief of Military History, Department of the Army, xii.





Services than on the outside. This will probably decrease as the idea of women in the military service ages.

Basically all the services have followed a similar pattern in the employment of women, each having adapted its program to its peculiar organization. I shall outline briefly the Navy pattern.

The Navy is essentially a fighting force, but there is an important place in its vast occupational structure for women. Of the sixty-two major enlisted ratings twenty-seven are open to women.<sup>1</sup> Women officers are used in a variety of general and specialized fields; predominated by administrative and personnel work, but including doctors, lawyers, accountants, engineers, aerologists, communications, etc.

Limitations are imposed on duty assignments of women in the Navy. These limitations are based on lack of physical strength to perform certain duties and on legal prohibitions from serving on combat planes and ships other than transport or hospital ships.

Advancement through promotion is generally determined by quality of performance, examinational grades and by individual abilities. The needs of the service effect the rapidity of advancement of all personnel.

Benefits, such as retirement and educational privileges are determined by law without reference to the sex of the individual concerned.

Although the original concept of the numerical strength requirements for women in the Navy in World War II was 10,000 enlisted and 1,000 officers by July 1945 there were approximately 86,000 women on active duty in the Navy. Original plans included women in continental shore billets

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<sup>1</sup>Bureau of Naval Personnel, "U.S. Navy Occupational Handbook for Women", Washington, 1953, no pages listed.





only. Legislation was passed in 1944 permitting duty assignments in Hawaii and Alaska. Today under provision of the Women's Armed Services Integration Act (Public Law 625) the limitations on foreign duty have been removed and women are serving overseas in the Navy in England, France, Norway, Germany, Japan, Guam, as well as in Hawaii and Alaska.

Qualifications for commissioned Officer appointments in the Line and Supply Corps include age limitations of between the twenty-first and the twenty-seventh birthday. This top limit is slightly higher for women commissioned from the enlisted ranks. The candidate must possess a baccalaureate degree from an accredited institution or have successfully passed the prescribed United States Armed Forces Institute college level tests and/or courses. This latter exception also requires completion of four full years service in the Navy prior to appointment. The candidate must be without dependents under eighteen years of age regardless of legal custody. This is considered desirable to maintain the freedom from necessity for special consideration with respect to rotation from one area to another. Commissions for women in the Nurses, Medical, Dental and Medical Services Corps are given on the same basis with such adjustments as are required to meet the technical civilian requirements of each profession.<sup>1</sup>

Although line and staff corps officers, other than the Medical Officers, are limited to a top permanent rank of Commander, Medical Officers have unlimited opportunity for advancement. One woman doctor was recently

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<sup>1</sup>Ibid





selected for promotion to the rank of Captain.

The Armed Forces are particularly interested in fitting the individual to the right job and developing each person's capabilities to the greatest possible extent.<sup>1</sup> While there appears to be wide spread acceptance of girls in the enlisted ranks and of officers in the lower grades through the rank of Lieutenant many examples of unwillingness to allow women complete opportunity to advance to their ultimate capacity could be cited. It has been in the top rank of Commander that difficulty has been experienced in assignment. Here, as in civilian employment, both government and industrial, wider acceptance has been experienced in the staff type of employment.

The mere fact that within government employment in every phase, civil service, politics, or in the armed services, there are no written discriminatory policies concerning advancement or pay is an indication of the recognition of the possibility of executive potential in women employees. As has been shown some prejudices do exist, but time and superior performance will do much to ameliorate these.

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<sup>1</sup>U. S. Department of Defense in cooperation with the U. S. Department of Labor, "Careers for Women in the Armed Forces", Washington, 1955. This booklet was prepared under the sponsorship of the Defense Advisory Committee on Women in the Services.,p2.





### CHAPTER III

#### IMPEDIMENTS TO THE FULL UTILIZATION OF THE INTELLIGENCE AND SKILLS OF WOMEN

" . . . it is all nonsense and irreconcilable with divine truth in regard to the mental capacity of women. Nothing but long prejudice or the domineering spirit of man has kept women from occupying a high elevation. . . ." Matthew Vassar, 1861.<sup>1</sup>

We no longer believe that all the barriers to women's advancement are solely the result of the "tyranny of men", but to assume that all such barriers have been broken down would be utterly unrealistic.

Even men who have been enthusiastic about women's capabilities feel that there are limitations on the heights to which any woman can rise in business. Traditional attitudes and institutionalized practices which are discriminatory of women still exist.

A recent study of women in higher-level positions in department stores, home offices of insurance companies, banks, and manufacturing industries in the Boston-Hartford area, Philadelphia and Chicago sums up managements' views on factors deterring advancement of women as follows:

In considering handicaps to women's advancement, management representatives showed a marked tendency to stress the traditional attitudes of employers toward women as a major factor hindering advancement. But even more often the answers indicated that management believed that lack of permanency and the distractions of family responsibilities influenced management's attitude toward women. Among department store representatives this view was given considerably more prominence than any other factor. . . Among the other views given there was a greater variety by industry. Women's lack of technical knowledge was mentioned by manufacturing representatives almost as often as were traditional attitudes and shortcomings in job performance, but this was not given prominence by representatives of other industries. Almost one-half of the bank and insurance representatives, and one-fourth of the factory and store re-

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<sup>1</sup>Charm, op. cit., p. 94.





representatives said they thought women's lack of interest in advancement was a deterrent. Personality traits were mentioned somewhat less frequently than other factors, but a substantial number of representatives, especially in department stores and insurance companies, mentioned this factor. Women's lack of physical strength was considered an obstacle by many manufacturing representatives.

It would thus appear that management is inclined to place considerable emphasis upon those factors which relate to the limitations women themselves have displayed: qualities of instability, lack of ambition, personality traits, lack of technical knowledge. At the same time management recognized that women face a formidable handicap in the traditional promotion policies and discriminatory attitudes of management. The relationship between these two factors was perhaps not so clearly recognized. While management can hardly take responsibility for the married woman's problems of family responsibility, the traditional attitudes of management might have some bearing upon women's work attitudes, lack of technical training, impermanence, and even personality traits as demonstrated on the job.<sup>1</sup>

By contrast with the above women were interviewed in these same companies to get their reactions. Their comments are summarized as follows:

The extent to which women reported obstacles to advancement varied with the industry in which they were employed. Nearly one-fourth of the women in department stores felt there were no real obstacles to advancement. In banks, however, only 4 percent so expressed themselves. Among those reporting obstacles, the traditional attitudes of management toward women was the most frequently reported deterrent, although the emphasis given to this factor differed greatly among the industries. Sixty-one percent of the women in banks expected management attitudes to hinder them, as did 35 percent of the women in manufacturing and 40 percent of the women in insurance. In department stores only 15 percent of the women believed that prejudice would keep them from gaining the jobs they desired.

One-third of the women interviewed in insurance companies, in contrast to a much smaller proportion in banks, department stores, and manufacturing, felt that their own limitations in education, training, and experience would prevent them from receiving further promotion. One-third of the women in manufacturing and about one-tenth of the women in stores, insurance, and banks, felt that they had reached the top in their own field or department, thus eliminating any possibility of advancement.

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<sup>1</sup>Women in Higher-level positions. op. cit. p. 27.





Some expressed the belief that the size of the firm and the small turnover in top jobs would keep them from getting promotions. Some women did not expect to be in a higher job in the next 5 years because of retirement. Others believed they would still be too young to receive responsibilities. About one-tenth of the women indicated no interest in advancement, saying that they were content with their present jobs.<sup>1</sup>

A similar project was undertaken by the Division of Research of the Harvard Business School in 1951. Opinions and facts were gathered from successful business women, and employees who offered opportunities to women. Of the 175 persons interviewed forty-seven were women. A cross section of industry throughout the Eastern section of the United States extending westward to Chicago was contacted. Their findings were essentially the same as in the study from which the above quotations were taken. Certain additional barriers are pointed out; for the sake of emphasis the entire group will be given.

1. Women perform effectively within bank walls, but cannot represent the bank with industry on the outside.
2. Women are excellent in advertising business, but not acceptable to many clients.
3. Women are adept at accounting detail, but cannot be sent out to do audits.
4. Women are "naturals" in personnel field, but man would "wonder about a company" who sent him to be interviewed by a woman. Neither could she perform effectively in labor negotiations.
5. Women are acceptable for promotion, but do not stay long enough to go to the top.
6. Executive training programs are considered too expensive to extend their availability to women except in the most unusual cases.

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<sup>1</sup>Ibid, p. 28.

There are two main parts to the book, the first dealing with the

general principles of the subject, and the second dealing with the

application of these principles to the various cases.

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of the book is devoted to the general principles of the subject, and



7. Double salary standards discourage most girls from best performance.

8. Titles for women in responsible jobs are not the same as for men. Women are called "Secretaries or Managers"; men in the same position would be "Vice-presidents".

9. The social climate in which business operates exerts limitations--women cannot extend normal company hospitality at the stag bar, at luncheons, or on golf course.

10. Employers assume that employment is secondary to marriage for all women employees.

11. Employees believe that women make too much of their jobs. (Rather contradictory to number 10.)

12. Employers believe that women do not want responsibility -- would rather maintain social and group position.

13. Employers believe that women, especially younger college graduates, lacked willingness to remain with any one job long enough to learn it. (Admitted that this was a major problem with all youth today, regardless of sex.)

14. Employers believed that women do not like to move around, but preferred to stay in one locality regardless of opportunities or lack of them. (Admitted they had no proof of this as regarded the single women.)

Added to these employer opinions are the opinions of the women interviewed who expressed a belief that their opportunities were limited by preconceptions as follows:

1. Belief that women do not make good bosses.
2. Belief that women cannot get along with people.
3. Belief that women are not objective.
4. Belief that marriage interferes with the job.<sup>1</sup>

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<sup>1</sup>Harvard Business Review, op. cit., p. 115 ff.





In order to evaluate the opinions of men concerning women workers it is necessary to know something of the home environment of the man voicing the opinion. As a department store executive expressed it so much better than I could possibly do:

The trouble with women in business is men. There are many men who just don't know how to get along with women. They have suffered breakdowns in their family relationships. If a man cannot understand his mother, his wife, or his daughter, or doesn't like them, he is not going to like working with women on the job, nor is he going to know how to cooperate with them effectively. He will probably avoid women in so far as possible in the work situation.<sup>1</sup>

Although these findings applied to business and industry basically these same impediments exist in all fields of work open to women, differing in degree rather than in kind. These limitations are listed in texts on management from the supervisory standpoint;<sup>2</sup> the problems involved are repeated in authentic textbooks on personnel problems.<sup>3</sup>

In discussing the occupations of women a prominent sociologist points out that women are confronted with a great number of special statutes which presumably were designed for their protection, but often reduce their effectiveness. Seniority rules are so written with emphasis on continuity that women are at a great disadvantage. He further states that in medical and legal professions the reluctance of men to serve women colleagues as assistants makes it preferable for women in both groups to specialize in lines where they can progress independently.<sup>4</sup>

<sup>1</sup>Ibid, p.125.

<sup>2</sup>D. A. & E. C. Laird, The Psychology of Supervising the Working Woman, New York and London, 1942, McGraw-Hill Book Co. Inc.

<sup>3</sup>M. J. Jucius, Personnel Management, Chicago, 1951, Richard D. Irwin, Inc.

<sup>4</sup>Caplow, T., The Sociology of Work; Minneapolis: University of Minnesota Press; 1954, p.169.





## CHAPTER IV

### CONCLUSIONS

They talk about a woman's sphere as though it has a limit:  
There's not a place in earth or heaven,  
There's not a task to mankind given,  
There's not a blessing or a woe,  
There's not a whispered "yes" or "no"  
There's not a life, or death, or birth,  
That has a feather's weight of worth  
Without a woman in it.

--Kate Field<sup>1</sup>

The fact that women are holding higher-level positions in all kinds of business and in a wider diversification of professions than ever before is encouraging. Even though very few women have attained top executive jobs, their individual successes should prove a challenge to others.

In the best of ordinary circumstances today a title of assistant to the top executive is as high as a woman can aspire either in business or industry, the professions or government service. It appears that the best formula for successful employment is to acquire a broad general education, get some specialized training, work hard enough for superior performance, be enthusiastic about your job, avoid cliques, be direct and don't try to be subtle, develop ability to get along with people, cultivate a sense of humor, overlook petty difficulties, accept competition as a work factor rather than a personal affront, and above all be natural. The test of success in employment should be satisfaction from performance.

The easiest opportunities for advancement present themselves in those fields predominated by women and which are sometimes considered staff functions. New industries present many opportunities because of lack of qualified per-

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<sup>1</sup>Effective Use of Womanpower, op. cit. p.51.





sonnel and lack of institutional prejudices. New fields which appear to offer opportunities for women for advancement today are merchandising, promotion, public relations, magazine publishing and research jobs. These research jobs include investment analysis in banks, insurance, companies and investment counseling firms and technical research in food and chemical companies.

To succeed in what is normally termed "men's jobs" it would be wise to determine whether there is a shortage of qualified personnel in that field prior to expending large sums of money for training. Before accepting a position insure that it is not a dead-end job. To excel in this type of activity requires more training, better performance, superior personality and harder work from a woman than is normally required of a male employee, but it can and is being done by many women today.

...the girl with special aptitudes and high potential ability can make her way successfully even in vocations where few women are found. It is heartening to learn...that students with ability in Mathematics and Science will be welcomed and well paid in the fields of Engineering, Health Services, Home Economics, financial institutions, and special services in the Armed Forces. The liberal arts graduate who majors in the social services will find many doors wide open in vocations where the general cultural background is acceptable without preparation in a specific subject. To her the Armed Services, the Airlines, libraries, retail stores, social work in some cases, call long and persuasively. To every girl the demand for teachers in the elementary and secondary schools should make a strong appeal. In summary, women are needed. For a sound national economy, they are indispensable!<sup>1</sup>

Women are an integral and indispensable part of the working force. Their potentialities are greater than their achievements and opportunities

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<sup>1</sup>I. K. Wallace, "Career Opportunities for Women in 1954", Journal of the National Association of Deans of Women, Vol. XVII, No. 4 June 1954 p. 169.



at the higher level are increasing. The principal task for women with executive aspirations seems to be to change the attitudes of men and other women toward them i. e. by themselves giving examples of fortunate rather than unfortunate job behavior. The best known principal of selling is not to criticize the competitor's product, but to demonstrate the superiority of your own.

"The way to achieve the effective use of womanpower is to train and employ and pay women on the basis of their individual merits, and eschew, as far as possible all differentiation and exclusion on categorical basis." This statement by the Honorable Arthur Larson, Under Secretary of Labor, in March 1955 at the Conference on The Effective Use of Womanpower summarizes briefly my personal convictions.





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CHAPTER I

THE HISTORY OF THE UNITED STATES OF AMERICA, FROM THE FIRST SETTLEMENTS TO THE PRESENT TIME.

BY JAMES OSGOOD, ESQ., ATTORNEY AT LAW, AND EDITOR OF THE "AMERICAN REGISTER."

LONDON: PRINTED BY J. JOHNSON, ST. PAUL'S CHURCH-YARD, 1832.

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CHAPTER II

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